

Message Text

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ACTION EB-11

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TO SECSTATE WASHDC 9185

INFO USLO PEKING

AMEMBASSY TAIPEI

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CINCPAC HONOLULU HI

C O N F I D E N T I A L TOKYO 0354

NOFORN

E.O. 11652: GDS

TAGS: ETRN, EGEN, JA, CH

SUBJECT: JAPAN-CHINA (PRC) CIVIL AVIATION AGREEMENT

REF: A) TOKYO 0284; B) TOKYO 0283

SUMMARY: FONOFF BELIEVES PRC WILLING ACCEPT SOLUTION TO CIVIL AVIATION PROBLEM WHICH STOPS SHORT OF BREAK IN JAPAN-TAIWAN AIR LINK. DETAILS STILL BEING THRASHED OUT, WITH AGREED GOJ/LDP PACKAGE HOPED FOR IN NEXT WEEK TO TEN DAYS. JAL SAYS ESTABLISHMENT AFFILIATE AIR LINE TO HANDLE TAIWAN RUN CAN BE ACHIEVED UNDER PRESENT LAW. END SUMMARY

1. EMBOFF DISCUSSED CIVIL AVIATION AGREEMENT WITH FONOFF CHINA DIVISION HEAD MICHIIHIKO KUNIHIO JANUARY 10. KUNIHIO SAID FONMIN OHIRA HAD MADE IT CLEAR TO CHINESE SIDE IN PEKING THAT HE NOT PREPARED TO NEGOTIATE CIVIL AVIATION AGREEMENT DURING RECENT VISIT. IN RESPONSE TO DIRECT CHINESE QUESTION AS TO WHETHER THIS IMPLIED THAT HE WOULD AVOID ISSUE, OHIRA TOLD CHINESE SIDE HE PREPARED TO DISCUSS PRINCIPLES
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BUT NOT NEGOTIATE IN DETAIL. KUNIHIO SAID, IN FACT, MAJOR

PORTION OF OHIRA'S TEN HOURS WITH CHI PENG-FEI AND SIX HOURS WITH CHOU EN-LAI WAS DEVOTED TO DISCUSSION OF AIR AGREEMENT. HE SAID THAT IT WAS NOT UNTIL TWO HOURS BEFORE DEPARTURE FROM PEKING THAT OHIRA RECEIVED IMPRESSION THAT CHINESE SIDE WOULD QTE UNDERSTAND UNQTE JAPANESE POSITION ON THIS ISSUE.

2. AS RESULT OF THIS UNDERSTANDING, FONOFF NOW BELIEVES THAT IT WILL BE POSSIBLE TO REACH AGREEMENT WITHOUT QTE MAKING DEMANDS THAT ROC CANNOT ACCEPT UNQTE AND WITHOUT SEVERING AIR LING WITH TAIWAN. HE SAID THAT PRC ACCEPTED FACT THAT JAPAN COULD NOT BE EXPECTED TO ACHIEVE ALL OF PRC'S AIMS. FOR EXAMPLE, IT COULD NOT FORCE CHINA AIRLINES TO REMOVE ROC FLAG OR CHANGE NAME. HE SAID THAT AGREEMENT WITH PRC WOULD REQUIRE CERTAIN ACTIONS THAT WILL BE DIFFICULT BUT NOT IMPOSSIBLE FOR ROC TO ACCEPT. QUESTION FACING FONOFF AT THIS POINT WAS TO STRIKE BALANCE THAT COULD BE ACCEPTED BY BOTH PRC AND ROC.

3. REGARDING PRESS REPORTS OF POSSIBLE CONTENT OF FINAL COMPROMISE, KUNIHIO SAID THAT DETAILS WERE CORRECT IN BROAD TERMS, BUT FAILED TO TAKE INTO ACCOUNT FINE ADJUSTMENT WHICH WOULD BE REQUIRED FOR FINAL PRODUCT. GOVERNMENT ISTHRIVING FOR PACKAGE THAT CAN BE DEFENDED IN WHOLE AND IN EACH OF ITS INDIVIDUAL PARTS. HE NOTED THAT TIME-FRAME FOR REACHING AGREEMENT WITHIN GOVERNMENT AND WITHIN LDP IS ONE WEEK TO TEN DAYS. HE SAID THAT THIS HAD TO BE ACCOMPLISHED BEFORE DIET RECONVENES AROUND JANUARY 21. HOWEVER, HE WAS NOT SURE INTERNAL PROBLEMS WOULD BE RESOLVED IN THIS PERIOD. KUNIHIO SAID THAT NO

TIME-FRAME HAD BEEN ESTABLISHED WITH CHINESE FOR FURTHER NEGOTIATION AND THAT, IN ANY EVENT, FIRST ORDER OF BUSINESS FOR JAPAN WAS TO SOLVE ITS OWN INTERNAL PROBLEMS.

4. IN SEPARATE CONVERSATION WITH TAKAMASA RYUZAKI, ASSISTANT GENERAL MANAGER, INTERNATIONAL RELATIONS DEPARTMENT, JAL, EMBOFF WAS TOLD THAT REPORTS IN PRESS OF ITEMS NOW UNDER CONSIDERATION IN CONNECTION WITH JAPAN-CHINA CIVIL AVIATION AGREEMENT WERE GENERALLY ACCURATE. RYUZAKI SAID THAT CONFIDENTIAL

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PRESENT LAW ESTABLISHING JAL WOULD ALLOW ESTABLISHMENT OF NEW AFFILIATE AIR LINE FOR TAIWAN RUN. HE SAID THAT SUCH ACTION WOULD HAVE TO BE APPROVED BY MINISTER OF TRANSPORTATION. FOLLOWING ESTABLISHMENT OF AFFILIATE LINE, NEW COMPANY WOULD FILE FOR ROUTE APPROVAL WITH JCAB. HE ADDED THAT THIS COULD ALL BE DONE RATHER QUICKLY ONCE THE DECISION TO MOVE HAS BEEN TAKEN.

5. FROM COMMENTS BY KUNIHIRO, IT APPARENT FONOFF WHILE
OPTIMISTIC STILL EXPECTING DIFFICULT PASSAGE BEFORE IT ACHIEVES
AGREED POSITION WITHIN GOVERNMENT AND WITHIN LDP ON ADJUSTMENTS
REQUIRED ON TAIWAN ISSUE TO ALLOW JAPAN-CHINA CIVIL AVIATION
AGREEMENT NEGOTIATIONS TO PROCEED. FONOFF IS TAKING LINE
THAT NOW, WITH SOFTENING OF CHINESE POSITION, IS LAST
CHANCE FOR JAPAN TO STRIKE AGREEMENT WITH PRC ON IMPORTANT
CIVIL AVIATION ISSUE.
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